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VECTORS OF PUBLIC-PRIVATE PARTNERSHIP DEVELOPMENT BASED ON AN ECOSYSTEM APPROACH IN UKRAINE

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Summary. The study investigates the principles of public-private partnership (PPP) development as a key instrument for the post-war reconstruction of Ukraine. It is substantiated that traditional approaches ignore systemic interconnections and disrupt the integrity of the economic environment. Based on the analysis of the regulatory and legislative framework, a comprehensive mechanism for evaluating and initiating investment projects has been developed. It is established that the integration of "UNECE PIERS" criteria and risk filters eliminates the human factor, screening out projects that reduce overall resilience for the sake of quick profit. Six vectors of PPP development have been formulated, including the legalization of the ecosystem approach, prevention of unfair behavior by the parties, digitalization of management through smart technologies, scaling of circular infrastructure, synchronization of local projects with global capital, and the introduction of the institution of small investors to strengthen direct public control. It is proven that these vectors will ensure the structural unity of interaction between the state, business, and the community, transforming sustainability requirements into effective investment incentives.

Keywords: public-private partnership, ecosystem approach, sustainable development, post-war reconstruction, eco-industrial parks, development vectors, ESCO contracts.

Relevance of the issue. Large-scale infrastructure destruction amid an acute shortage of budget funds requires attracting hundreds of billions of dollars in investment. Therefore, the application of exclusively traditional approaches to PPPs that focus solely on cost reduction and rapid financial returns leads to the neglect of systemic interconnections and the destruction of the integral economic environment of territories. Additionally, the situation is complicated by a critical lack of effective risk management mechanisms, which significantly reduces investor confidence and frequently provokes breaches of basic agreements by contract parties. The absence of a unified basis that would integrate all participants and resources to ensure overall systemic sustainability and structural unity prevents an objective financial assessment. Such a complex of problems creates an urgent need to develop a comprehensive legal architecture for PPPs that is aligned with the Sustainable "Development Goals" (SDGs) and oriented toward investment security. Thus, to overcome these barriers, it is necessary to form a mechanism for the assessment, selection, and initiation of investment projects and future vectors of PPP development based on an ecosystem approach.

Analysis of recent research and publications. The issue of public-private partnership (PPP) in the context of sustainable development has been studied by both foreign and domestic experts. For instance, Zapatrina I. [1] studied the "People-first PPP" concept in detail, substantiating the need to shift priorities from the simple procurement of services to poverty alleviation and environmental security. Kosovych B. [2] supports this view, expanding the understanding of social entrepreneurship as a driver of economic development at the urban level. For their part, Iryna P. [3] analyzed

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the development of partnerships from the simplest version "1.0" to the "4.0" format, which is exclusively focused on post-war recovery, thus providing a basis for researching the evolutionary development of PPPs. The technological aspect of the problem was considered by Kruhlov V., Dvorak J., Moroz V., Tereshchenko D. [4], who demonstrate the crucial role of smart governance models for the transparency of interaction between the state and business. In turn, Lozynska T., Lypynska O., Havrysh K., Plotnikova M., Tsentylo K. [5] focused on the mathematical modeling of risks, proving that unfair investor behavior more frequently arises due to the uncertainty of loss allocation rather than legal loopholes. The practical aspects of spatial development through concession mechanisms that create guaranteed added value for both parties were described by Khadzhyradieva S., Vasylieva N., Vasylieva O., Kyrtoka M. [6], while Suntsova O. [7] practically proved the macroeconomic impact of PPP assets on stimulating the circular economy. Legal issues of the study were examined by Suietnov Y. [8], who systematized the aspects of implementing ecosystem services as tools of complex interaction and proposed precise mechanisms for assessing the stability of spatial networks. These findings are complemented by the institutional and behavioral model of Ilchenko S. [9], which reveals the great importance of the level of trust and risk tolerance for the formation of effective environmental compliance. The features of the ecosystem approach in the formation of innovative structures, using the aviation industry as an example, were substantiated by Borysiuk A., Bugayko D. [10]. This model is easily adaptable for the operation of modern eco-industrial parks. At the international level, Zaloznova Y., Petrova I., Serdiuk O. [11] described algorithms for attracting blended finance, which is important for large-scale recovery. Also, Vernihorova N. [12] emphasized the importance of local ecosystem assets (recreational, infrastructural), and Kalinin O. [13] developed a classification of risk insurance methods specifically for comprehensive investments. The legal basis for the integration of the "Sustainable Development Goals" into national legislation is the "PIERS" methodology developed by the "UNECE" expert group [14]. Despite this scientific basis, the general problem of comprehensively combining these separate approaches into a single effective mechanism for Ukrainian realities remains conclusively unresolved.

The purpose of the article is formulate the development vectors of public-private partnerships based on an ecosystem approach in Ukraine and to develop an effective mechanism for assessing investment projects through the analysis of the evolution of the regulatory and legal basis and sustainable development concepts.

Research results. Improving the legal basis in the sphere of PPP is the primary condition for the recovery of the destroyed territories of Ukraine. The use of the ecosystem approach will make it possible to protect the environment and establish a resilient ecosystem where business, the state, infrastructure, and the community operate as a single self-regulating organism. However, only reliable legislation is capable of guaranteeing the transparency of processes, the stability of conditions for investors, and the mandatory use of such a comprehensive approach. Accordingly, it is necessary to align domestic standards with modern UN requirements and create effective mechanisms for assessing this complex capital of territories. To better understand the essence of PPP, it is worth analyzing the history of the development of its legal basis. This step is important because it allows accurately assessing the readiness of interaction mechanisms between the state and business. Understanding how the laws evolved will make it possible to identify the causes of barriers, explain the low efficiency of the first projects, and justify the transition of the economy to a networked ecosystem model of governance.

Next, we will explore the evolutionary development of the regulatory and legal basis and concepts that directly regulate the transformation processes of public-private partnerships in Ukraine.

The first stage was established by the Law of Ukraine "On Public-Private Partnership" dated July 1, 2010, № 2404-VI [15], which set the basic legal foundations for interaction between the state and business. It allowed the implementation of long-term infrastructure projects in classical forms, which can be called traditional public-private partnerships, where attention was focused solely on commercial attractiveness. Subsequently, the Resolution of the Cabinet of Ministers of Ukraine dated February 16, 2011, № 232 "On Approval of the Methodology for Identifying the Risks of Public-Private Partnership, Their Assessment and Determining the Form of Their Management" solidified the need to identify and allocate risks among partners [16]. However, this assessment remained largely formal, without a detailed consideration of the factors of overall sustainability of infrastructure ecosystems. Later, the approaches changed under the influence of the guiding principles of the "United Nations Economic Commission for Europe" (People-first PPP). They initiated the development from the simple procurement of services to modern human-centric formats capable of considering the long-term needs of society. According to the periodization concept by Iryna P. [3], a systemic state transition is highlighted from a focus on ordinary construction to solving large-scale tasks of comprehensive recovery. Now, the focus remains on human well-

being and the sustainability of the entire socio-economic ecosystem. In practice, these ideas were consolidated by the Law of Ukraine "On Concession" dated October 3, 2019, № 155-IX, which proved the state's ability to retain strategic assets in ownership and ensure social guarantees [17]. An important step was the adoption of the Draft Law "On Amendments to Certain Legislative Acts of Ukraine Regarding the Improvement of the Mechanism for Attracting Private Investments Using the Public-Private Partnership Mechanism to Accelerate the Restoration of War-Destroyed Objects and the Construction of New Objects Related to the Post-War Restructuring of the Economy of Ukraine" № 7508 dated June 19, 2025 [18], which abolished the mandatory feasibility study for small projects and introduced the modern "UNECE PIERS" methodology into the domestic legal field for the first time. This legally allowed the assessment of infrastructure based on 22 criteria and 95 indicators, which are distributed across 5 key areas (the "People-first" approach) [14]. At the same time, the creation of a network of eco-industrial parks confirms the rapid movement of the Ukrainian economy from paper strategies to the practical implementation of an effective model of circular economy and industrial symbiosis directly in territorial communities. Highlighting these stages demonstrates the need for a critical and comprehensive assessment of existing laws, because understanding the history of the problem is only the first step toward solving it.

Thus, to identify systemic errors and build an effective model for the sustainable development of regions, we will determine the key advantages and disadvantages of the current regulatory and legal basis and approaches to PPPs, which will allow for the separation of effective tools from legal obstacles.

For instance, the basic Law of Ukraine "On Public-Private Partnership" dated July 1, 2010, № 2404-VI [15] organized the market and created a reliable legal foundation for the secure attraction of capital, but it still retains an outdated state-focused model lacking mechanisms for assessing ecosystem services and interconnections among participants. To solve local problems, ESCO contracts [4] are well suited, as they allow for large-scale infrastructure insulation without budget expenditures, recovering funds through saved energy. This tool has great prospects; however, its application is hindered by unstable tariff policies and a long payback period under wartime conditions. An important stage was the significant simplification of bureaucratic procedures introduced by the Draft Law of Ukraine "On Amendments to Certain Legislative Acts of Ukraine Regarding the Improvement of the Mechanism for Attracting Private Investments Using the Public-Private Partnership Mechanism to Accelerate the Restoration of War-Destroyed Objects and the Construction of New Objects Related to the Post-War Restructuring of the Economy of Ukraine" № 7508 dated June 19, 2025 [18], which prohibited changing the allocation of risks and permitted flexible blended financing. This opened the path to the mass launch of small social, economic, and environmental initiatives even in the most remote communities. The implementation of such projects through eco-industrial parks [19] creates a shared space with a closed cycle and generates thousands of jobs, but it is accompanied by high risks of asset destruction and the complexity of coordinating raw material supply chains. At the same time, confirming project compliance with donor requirements necessitates the international "UNECE PIERS" methodology [20], yet its extreme complexity (95 indicators) requires the involvement of expensive highly specialized experts, making it very difficult for small local authorities to use. Serious obstacles requiring practical solutions were also identified. The works of Lozynska T., Lypynska O., Havrysh K., Plotnikova M., and Tsentylo K. [5] prove that attracting bank lending, although providing the necessary financial start for large projects, simultaneously causes a rapid increase in risks and often stimulates breaches of obligations by financial partners. The threat of financial dishonesty remains very high, as the human factor and the constant lack of trust between local authorities and business can completely destroy the best legislative initiatives. Furthermore, current local self-government bodies cannot independently calculate and evaluate the substantial value of local ecosystem services, which, according to Suietnov Y. [8], inevitably leads to the underestimation of the economic attractiveness of any sustainable projects. The acute lack of trust among participants identified during the analysis and the excessive complexity of international assessment methodologies necessitate the search for new managerial solutions. Eliminating the influence of the human factor and ensuring the transparency of ecosystem projects is impossible without the implementation of automated digital platforms. Because of this, there emerges a need to develop a convenient methodology for assessing the effectiveness of public-private partnerships, which must be significantly simpler for local authorities to use and guarantee investors full control over risk allocation and the movement of financial flows.

The next step will be the comparison and analysis of concepts that explain the basic mechanisms of integrating sustainability principles into PPP contracts. This, in turn, will make it possible to avoid one-sidedness in judgments and scientifically substantiate the prerequisites for the further formation of a mechanism for the assessment,

selection, and initiation of investment PPPs based on an ecosystem approach (Fig. 1).

The conducted analysis based on six key aspects (basic theoretical concept, methodological tools, practical implementation mechanism, risk theorization, performance assessment methodology, and requirements for the state as a regulator) and concepts (the technological smart city model, the institutional and behavioral eco-PPP model, and the "People-first PPP" model) proves the ability of each model to solve exclusively a specific part of the overall problem. The technological smart city model considers infrastructure as a single digital platform, using graphic modeling and sociological surveys for assessment. In contrast to this approach, the institutional and behavioral eco-PPP model by Ilchenko S. [9] focuses on the human factor by digitizing the complex relationship between the level of state support and the degree of business trust. At the same time, the "People-first PPP" model by Zapatrina I. [1] serves as a conceptual tool to cover the investment deficit in the SDGs, applying a systemic analysis of institutional barriers according to the criteria of the "UNECE PIERS" methodology for verification.

Further comparison of practical implementation mechanisms and performance assessment methodologies demonstrates different vectors of expected results. The technological direction requires the total implementation of Internet of Things (IoT) systems for high-precision monitoring, confirming success through an improvement in the quality of life index for city residents. For its part, behavioral economics necessitates the redistribution of responsibility in ESCO contracts and the creation of environmental risk insurance mechanisms to find a complex balance between commercial profitability and the preservation of long-term systemic effects. A specific criterion is that of the UN social model, which requires the formation of national PPP support centers locally and determines effectiveness through the precise measurement of value added based on poverty alleviation and inclusion level indicators. The most pronounced differences are revealed during the analysis of risk theorization and the requirements for the state as a regulator. The technological model faces the risk of data leakage and strong resistance from conservative employees, forcing the state to ensure a complete update of the regulatory framework for the digitalization of public administration. The institutional concept reveals the problem of total unfair behavior and the readiness of parties to violate agreements. Overcoming this threat relies on the state to form a transparent environment for the legislative fixation and immutability of risks. Alongside this, the "People-first PPP" model highlights the danger of shifting the focus of local authorities from social projects to highly profitable ones, leading to rapid commercialization. Preventing this process requires the regulator to maximally simplify the bureaucratic procedures for initiating work and create favorable conditions for obtaining grants.

The consequence of the conducted multi-aspect comparison is the conclusion that modern ecosystem partnerships can effectively function exclusively as an inseparable synthesis of the aforementioned approaches. In the practical vector, the combination of technologies, behavioral incentives, and UN standards transforms into a system of interconnected parameters.

Therefore, the defined criteria are directly integrated into the proposed mechanism for the assessment, selection, and initiation of investment PPPs based on an ecosystem approach, forming its general base of control criteria (Fig. 1).

The defined criteria are directly integrated into the proposed mechanism for the assessment, selection, and initiation of investment PPPs, forming its criteria base (Fig. 1), which combines state assets, investor capital, and the local needs of communities into a single transparent coordinate system. During postwar reconstruction, local self-government bodies suffer from a lack of clear practical algorithms for project selection, which often leads to a chaotic allocation of limited resources. The proposed mechanism for the assessment, selection, and initiation of investment PPPs (Fig. 1) serves as a guide that fully formalizes the decision-making process and transforms abstract sustainable development goals into a specific set of measurable indicators through a filtering system based on the 22 criteria of the "UNECE PIERS" methodology and an institutional and behavioral risk allocation filter. Such an approach reliably protects against manipulation because each indicator receives its exact weight and is calculated according to clear mathematical logic, completely eliminating the influence of the human factor. Using this mechanism as a basis, community leaders can clearly see the weaknesses of their initiatives and timely return non-compliant projects to the initial stage of resource refinement, saving time and funds even at the planning stage.

The functioning of such a built-in safety filter allows local self-government bodies to automatically and without delay screen out individual investments that promise quick commercial profit but destroy the overall sustainability of the territories. Instead, the algorithm helps to safely direct successful sustainable contracts for implementation through eco-industrial parks, energy service contracts, or critical infrastructure concessions. Inherently, the proposed mechanism creates a new governance environment where corruption risks and unfair

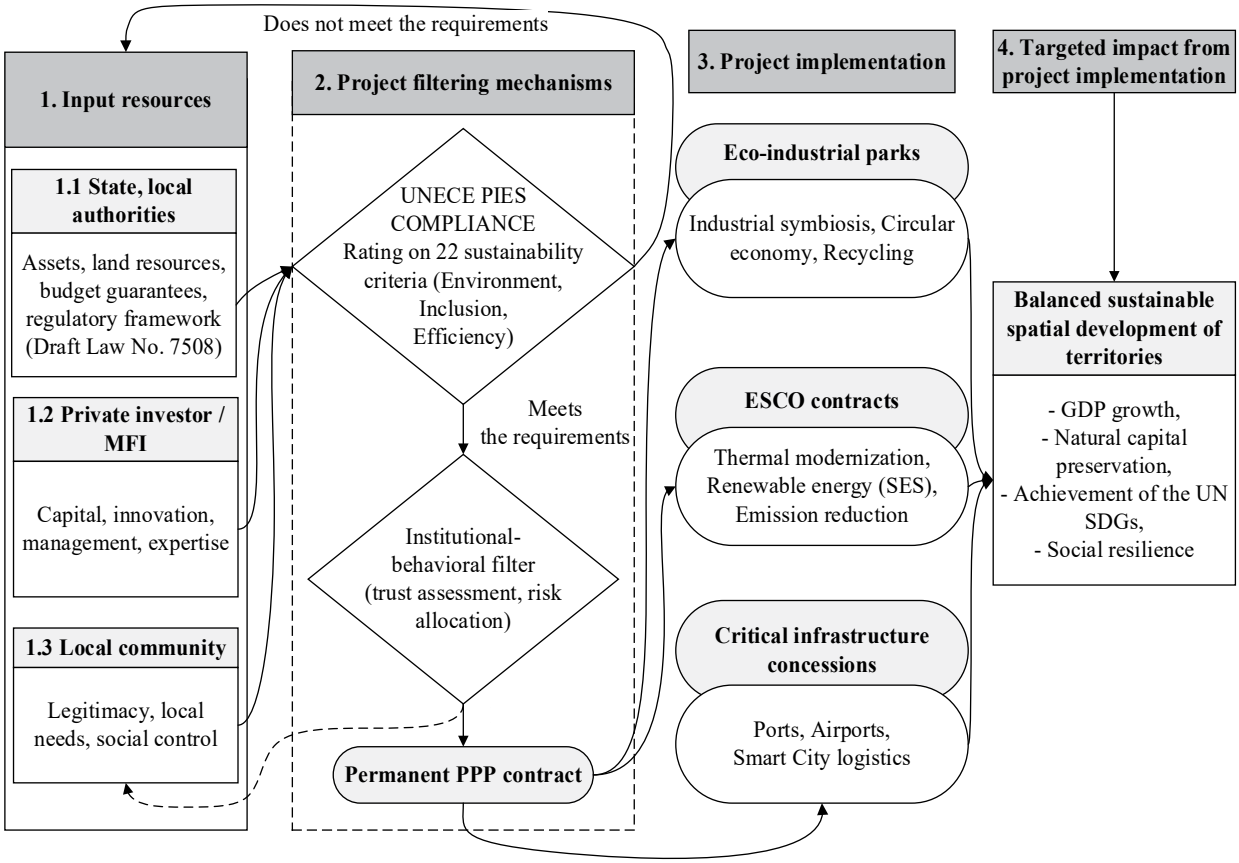


Figure 1 – Mechanism for the assessment, selection, and initiation of investment PPPs based on an ecosystem approach

Source: formulated independently by the author

behavior lose their meaning. Any deviation from sustainability criteria or violation of agreements automatically blocks the movement of the project, making honest cooperation the only possible path to obtaining profit.

For international donor organizations and global investment funds, the very fact of using this mechanism by Ukrainian communities is a signal of absolute transparency and compliance with the highest sustainability requirements. In the long term, this opens unhindered access to guaranteed grant and blended financing, transforming theoretical systemic sustainability into real billions in investments for the salvation of cities, which ultimately will ensure GDP growth, the preservation of natural capital, and societal resilience.

Based on the determined data (Fig. 1), we will formulate the future development vectors of PPP based on an ecosystem approach.

The future vectors of PPP development must primarily be directed at the deep transformation of the public-private partnership institution in Ukraine. The vector "Legalization of the ecosystem approach in the PPP structure" through the implementation of the "CICES" methodology will form a reliable legislative basis for the official recognition and monetization of services ensuring overall sustainability, which fully aligns with the innovative ideas of Suietnov Y. [8, 21]. Such a step will completely change the existing economic behavioral model by transforming the task of ensuring the systemic unity and resilience of infrastructure into a source of value added and will grant authorities the right to account for the value of the preserved socioeconomic capital on their balance sheets. In parallel with this, legal and behavioral reform will eliminate a key psychological barrier caused by the constant lack of business trust in the state, which is reflected in the vector "Prevention of unfair behavior of the parties". The implementation of the institutional and behavioral model into standard contracts and the creation of protective state funds will guarantee the even distribution of losses and completely remove the risk of rule changes by officials after the commencement of work [9]. The modern technological vector "Digitalization of PPP project management (Smart City)" will make the investment process maximally transparent and understandable for society. The launch of smart Internet of Things (IoT) systems and digital twins for continuous monitoring will allow tracking the effectiveness of every invested hryvnia in energy service

contracts or local closed-loop industrial parks in real time, which will ensure automated control over contracts and minimize corruption risks. The vector "Scaling of circular infrastructure" through a state targeted program with the provision of direct subventions will additionally stimulate the formation of sustainable production chains where the waste of one plant will become the raw material for another. The next vector should be directed at the "Synchronization of local projects with global capital" to create a network of "Competence Centers". Due to the use of strict "UNECE PIERS" standards and the adaptation of reporting to sustainable development requirements, regional projects will be able to meet the criteria of the World Bank, which will open the path to multibillion grant financing. A separate important role will be played by the "Introduction of the small investor institution" through the creation of digital crowd investing platforms. The joint financing of municipal projects by citizens will diversify capital sources, guarantee high social approval, and ensure transparent public control over expenditures [3]. The implementation of such large-scale measures in practice will inevitably face a number of serious challenges, which primarily include a shortage of qualified personnel in local self-government bodies, resistance from a corrupt bureaucracy, and the absence of a developed financial culture. However, only under the condition of the simultaneous and synchronous implementation of all six proposed vectors will the state be able to transform the burdensome requirements for structural resilience into real investment incentives to attract global capital.

Conclusions. The existing regulatory and legal basis of public-private partnerships in Ukraine has formed a strong initial foundation that ensured the transition of the economy from outdated forms of governance to modern "People-first PPP" models. This prolonged evolution of legislation culminated in the adoption of the Law of Ukraine "On Amendments to Certain Legislative Acts of Ukraine Regarding the Improvement of the Mechanism for Attracting Private Investments Using the Public-Private Partnership Mechanism" № 7508 dated June 19, 2025. This step conclusively opened the legal path for the implementation of the "UNECE PIERS" international infrastructure assessment methodology and the active use of blended finance mechanisms. The conducted analysis proved that the current regulatory environment remains highly vulnerable to breaches of obligations by participants, and the complex capital of territories still lacks a proper financial valuation in contracts. To solve this urgent task, a comprehensive mechanism for the assessment, selection, and initiation of investment projects has been developed. This tool eliminates the problem of the excessive complexity of international methodologies for local communities and neutralizes the excessive influence of the human factor. Thanks to built-in risk allocation filters and "UNECE PIERS" criteria, the mechanism excludes corrupt manipulations and automatically screens out projects that are oriented toward rapid commercial profit at the cost of reducing the overall resilience of the territories. The practical significance of the work is expressed in the formulation of six future vectors for PPP development, which encompass the legalization of the ecosystem approach, the prevention of unfair behavior by the parties, the digitalization of management, the scaling of circular infrastructure, the synchronization of local projects with global capital, and the introduction of the small investor institution. It is proven that the application of the ecosystem approach in this context ensures systemic sustainability and structural unity of all elements of interaction between the state, business, and the community. Only the joint implementation of these vectors will help overcome the lack of trust and minimize institutional barriers, making sustainability requirements a genuine incentive for investor.

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ВЕКТОРИ РОЗВИТКУ ПУБЛІЧНО-ПРИВАТНОГО ПАРТНЕРСТВА НА ЗАСАДАХ ЕКОСИСТЕМНОГО ПІДХОДУ В УКРАЇНИ

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Анотація. У роботі досліджено нормативно-правові та організаційні основи розвитку публічно-приватного партнерства (ППП) як ключового інструменту повоєнного відновлення України в умовах гострого дефіциту бюджетних коштів та потреби в масштабній модернізації муніципальної інфраструктури задля формування безпечного соціального простору. Обґрунтовано, що застосування виключно традиційних підходів призводить до ігнорування системних взаємозв'язків, порушення цілісності економічного середовища територій, неефективного розподілу ресурсів та критичного зниження довіри інвесторів. На основі детального аналізу еволюції національного законодавства, зокрема імплементації парадигми «People-first PPP» та положень Проекту Закону України № 7508 від 19.06.2025 р., розроблено комплексний механізм оцінки, відбору та ініціації інвестиційних проєктів, який забезпечує надійний баланс інтересів усіх стейкхолдерів. Встановлено, що завдяки інтеграції суворих критеріїв міжнародної методології «UNECE PIERS» та інституційно-поведінкових фільтрів розподілу ризиків, зазначений інструмент повністю усуває вплив людського фактора і автоматично відсіює ініціативи, які знижують загальну стійкість соціально-економічної системи задля швидкого комерційного прибутку. На базі запропонованого алгоритму сформовано шість взаємопов'язаних векторів розвитку ППП серед яких визначено: легалізація екосистемного підходу, запобігання недобросовісній поведінці сторін, цифровізація управління через смарт-технології, масштабування циркулярної інфраструктури, синхронізація локальних проєктів із глобальним капіталом та запровадження інституту малих інвесторів для посилення прямого громадського контролю. Доведено, що застосування екосистемного підходу в цьому контексті забезпечує системну стійкість та структурну єдність взаємодії держави, бізнесу і місцевої громади. Комплексна реалізація розроблених векторів гарантує мінімізацію інституційних бар'єрів, безпеку фінансових активів та перетворення вимог до сталості на дієві інвестиційні стимули для успішного залучення глобального капіталу в довгострокові інфраструктурні об'єкти.

Ключові слова: публічно-приватне партнерство, екосистемний підхід, сталий розвиток, повоєнне відновлення, еко-індустріальні парки, вектори розвитку, ЕСКО-контракти

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